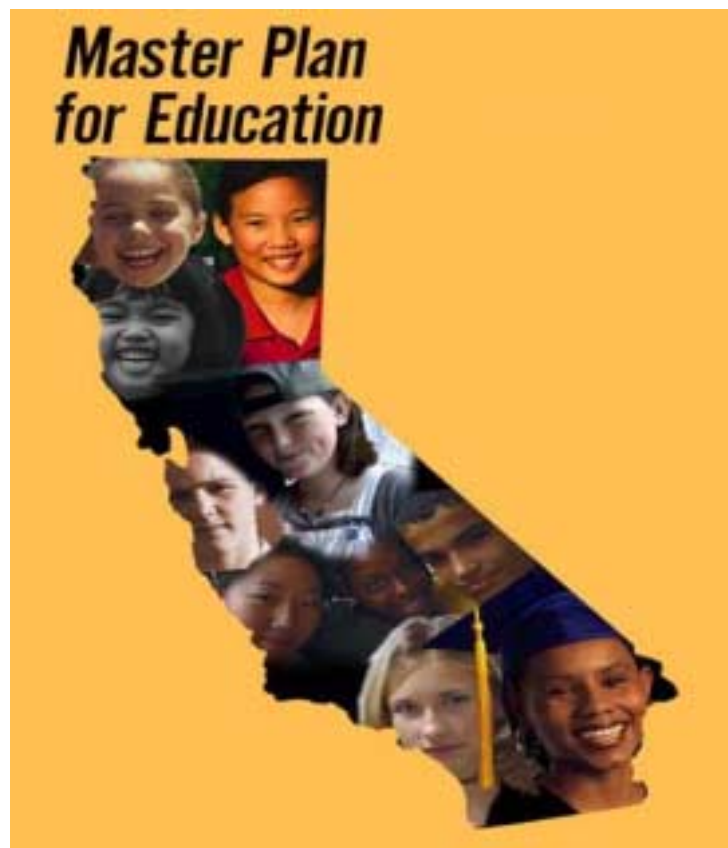


**Joint Committee to Develop a Master Plan for
Education – Kindergarten through University**

**Professional Personnel
Development
Working Group**
Final Report



EXECUTIVE SUMMARY	2
INTRODUCTION	4
K–12 PROFESSIONAL PERSONNEL DEVELOPMENT IN CALIFORNIA	5
WHAT IS TEACHER QUALITY?	5
WHAT IS ADMINISTRATOR QUALITY?	6
WHAT IS THE VALUE OF A CREDENTIAL?	6
THE K–12 CONTEXT	6
THE REALITY	7
INADEQUATE TEACHER QUALITY IN LOW-PERFORMING SCHOOLS.....	7
TEACHER PROFESSIONAL DEVELOPMENT INADEQUATE	8
TEACHER DIVERSITY LACKING.....	9
TEACHER COMPENSATION LAGGING.	10
RECRUITMENT AND RETENTION OF SKILLED ADMINISTRATORS INCREASINGLY DIFFICULT.....	11
RECENT RESPONSES.....	12
RECOMMENDATIONS.....	15
SYSTEMWIDE RECOMMENDATIONS.....	15
RECOMMENDATIONS FOR PROFESSIONAL PERSONNEL DEVELOPMENT IN THE K–12 SYSTEM	20
SPECIFIC RECOMMENDATIONS PERTAINING TO PREPARATION OF ADMINISTRATORS FOR LOW-PERFORMING AND HARD TO STAFF SCHOOLS.	29
PROFESSIONAL DEVELOPMENT IN COLLEGES AND UNIVERSITIES	30
MEETING THE UNPRECEDENTED NEED FOR NEW FACULTY IN HIGHER EDUCATION	30
IMPROVING TEACHING QUALITY AND STUDENT LEARNING AT COLLEGES AND UNIVERSITIES	32
CHANGING PATTERNS OF FACULTY HIRING	33
DEVELOPMENT OF COMMUNITY COLLEGE LEADERSHIP.....	34
EXPAND EDUCATION DOCTORATES	35
RECOMMENDATIONS SPECIFIC TO HIGHER EDUCATION.....	35
REFERENCES.....	39

EXECUTIVE SUMMARY

The Joint Committee to Develop a Master Plan for Education established a Professional Personnel Development (PPD) Working Group to provide recommendations to achieve the following goals:

- Every student will have the opportunity to learn from a fully qualified teacher or faculty member.
- The state will ensure a sufficient supply of teachers, faculty and administrators with the qualifications necessary to promote student learning.

The Working Group also examined ways the state could ensure that (1) students and schools with the greatest challenges have access to the best teachers and administrators, and (2) teacher preparation programs fully train teachers in subject matter and pedagogy.

This report from the Working Group first provides definitions for what constitutes teacher quality, administrator quality and the usefulness of a credential. Teacher quality is defined as a continuous process throughout a teacher's career that is not solely determined by a credential or degree. Essential qualities for a teacher to be considered initially qualified include: subject matter knowledge, pedagogical knowledge, commitment to professional collaboration, ability to use student data, belief that all children can achieve, and ability to reflect on his or her own teaching. Essential qualities for initially qualified principals include: demonstrated teaching effectiveness and ability to supervise instruction, ability to use data to make decisions, strong leadership skills, ability to effectively manage financial and human resources, and ability to communicate effectively with a diverse range of constituents. Finally, the PPD workgroup recommended that credentials be retained for K–12 personnel as indicators of initial preparation and competence in the above areas.

In describing the context of K–12 professional personnel development in California, this report highlights five key issues: inadequate teacher quality in low-performing schools, inadequate teacher professional development, lack of teacher diversity, lagging teacher compensation, and the increasing difficulty of recruiting and retaining skilled administrators. The section that follows lays out in charts the details of recent initiatives important concerning teacher recruitment, preparation and professional development.

In a separate higher education section, this report describes five key issues concerning professional personnel development: the need for new faculty, improving teaching quality and student learning at colleges and universities, changing patterns of faculty hiring, development of community college leadership, and expansion of education doctorates.

The PPD Working Group proposes 14 major recommendations for professional personnel development—the first three concern state and regional issues, recommendations four through nine are regarding K–12, and recommendations ten through fourteen deal with higher education.

State/Regional Issues

- 1) Place responsibility for coordination of K–12 professional personnel development activities in the Governor’s Office through the Office of the Secretary for Education.
- 2) Create an independent entity that is responsible for collecting data related to teaching and school administration, and evaluating programs and initiatives.
- 3) Forge voluntary regional partnerships to provide program coordination, evaluation, monitoring and intervention at the local level.

K–12 Professional Personnel Development

- 4) Require that all teachers are adequately prepared prior to assuming responsibility for a classroom.
- 5) Focus more state resources and attention on hard to staff schools.
- 6) Redesign professional development activities by the state, regional entities and local school districts as well as invest more resources in human capital development.
- 7) Redouble state efforts to diversify the educational workforce.
- 8) Establish a career ladder for teachers that enables outstanding teachers to stay in the classroom.
- 9) Develop partnerships between local school districts and higher education institutions to recruit, prepare and train quality principals.

Higher Education Professional Personnel Development

- 10) Increase the capability of California colleges and universities to attract and hire qualified faculty members.
- 11) Develop an infrastructure at California colleges and universities to support the ongoing professional development of faculty to improve the quality of teaching and promote student learning.
- 12) Commission a study to evaluate the impact of temporary (part-time and full-time) faculty.
- 13) Ensure qualified leadership for California community colleges.
- 14) Develop new and expanded education doctorate programs in the public sector in collaboration with K–12 educational leaders and community colleges.

INTRODUCTION

Access to a free, equitable education is a fundamental right of every American. Delivering on this promise consumes a significant portion of California's State Budget annually, and large and small scale changes to the education system consume a significant portion of the State Legislature's time and attention annually, as well. Public higher education in California has been governed by a Master Plan since 1960. Though it has been reviewed and revised three times since it was established by the Legislature, the Master Plan has set essential, but not immutable, parameters that have influenced legislation, policy and practice for almost half a century. Our new Master Plan will provide a blue print to guide the state's K–university educational enterprise. As a blue print, it will describe the roles and functions of various players (state and local agencies and institutions) that support teaching, learning and student success throughout the systems of K–university education. The Joint Committee to Develop a Master Plan established a Professional Personnel Development Working Group to inform one aspect of the blueprint, and we attempt, in this report, to map out a coherent plan to achieve the following broad goals:

- Every student will have the opportunity to learn from a fully qualified K–12 teacher or college and university faculty member.
- The state will ensure a sufficient supply of K–12 teachers, college and university faculty, and K–university administrators with the qualifications necessary to promote student learning.

Current conditions in California's public schools drove the Joint Committee to request that the PPD workgroup focus, in addition, on ways in which the state, through its Master Plan, could ensure that (1) students and schools with the greatest challenges have access to the most talented teachers and administrators, and (2) teacher preparation programs prepare teachers who are well versed in the subject matter they intend to teach and capable of effectively delivering instruction to a diverse population of learners, consistent with the state-adopted academic content standards.

No area of education policy, with the possible exception of standards-based education, has received as much scrutiny as how to strengthen the quality of the K–12 teaching workforce during the last several years. Development of more effective recruitment, preparation, retention and professional development systems and programs has been the subject of scores of national as well as California-specific reports. Through all of these efforts, the case has been well made that the preparation and development of K–12 teachers and administrators has a strong, direct and important impact on the achievement of K–12 students, and the same can be said for university students. Current and future college and university faculty members also need professional development opportunities. The professional personnel development (PPD) working group met throughout the course of 2001 to review reports and studies and to hear from experts on a range of topics intended to inform recommendations responsive to the group's charge. The recommendations in this report propose new (and restructured) systems or reinforce existing systems that are intended to enable the State of California to support a range of

efforts to improve student learning. The report begins with definitions and a discussion of the current context for K–12 professional personnel development, which is followed by a description of current initiatives that focus in part or in whole on the recruitment, preparation or development of teachers, and concludes with a series of recommendations for K–12. The final section of the report focuses on five major issues in higher education and related recommendations.

The PPD workgroup focused exclusively on teaching and administrative staff in K–12 and postsecondary education. The working group did not address important issues relating to other K–12 school site professional personnel such as nurses, psychologists, counselors, librarians and social workers. These positions are critical to the success of the state’s schools, but our charge did not expressly encompass them. However, we believe the services provided by these other professionals to be essential to the overall quality of public education. We note that California ranks poorly on comparative objective data, which show that these positions, like teachers and administrators, suffer from severe shortages.¹ If public education in California is to provide satisfactory services to its students, the PPD working group believes that adequate resources will be necessary across the spectrum of personnel services provided in schools.

K–12 PROFESSIONAL PERSONNEL DEVELOPMENT IN CALIFORNIA

What Is Teacher Quality?

Teacher quality must be viewed not as a single point in time but as a continuous process throughout a teacher’s career. Teacher quality is not solely determined by a credential or a degree. Rather, it is an attribute that grows and diminishes based on conditions in which a teacher works, personal motivation, and opportunities for growth and development. The PPD workgroup rejects the concept of teachers as “fully qualified”, because this suggests a more static frame of reference. Rather, the workgroup considers the following qualities to be essential for a teacher to possess in order to be considered *initially* qualified, or qualified to *begin* work in the teaching profession with the expectation that much more will be added with time, practice, professional collaboration, and opportunities for focused growth and development:

- Subject matter knowledge that is broad, deep and related to the public school curriculum;

¹ In 1999, California had 6,074 counselors for its enrollment of over six million pupils, a ratio of 1:994. This ratio (ranking the state at 47 compared to others across the country) exceeds by nearly four times the ratio of 1:250 recommended by the National Institute of Medicine. The ratio of school psychologists to pupils was 1:1,685 (recommended ratio is 1:1,000) according to the most recent data gathered by the California Commission on Teacher Credentialing. According to the California Department of Education, the ratio of school nurses to pupils in the 2001 school year was 1:2,220 (recommended ratio 1:750) and the ratio of librarians to pupils in 1998, the most recent year for which data are available, was 1:5,342 (national average 1:882). EdSource, relying on comparative data provided by the National Center for Education Statistics (NCES), also has compared California rankings on school counselors and school librarians to other states, and in both categories California ranks at the bottom of the 50 states.

- Pedagogical knowledge and skill that includes a repertoire of teaching strategies that are responsive to a range of learning needs;
- Commitment to professional collaboration;
- Ability to examine student work and student data and respond accordingly;
- Belief that all children can achieve state adopted academic content and performance standards with appropriate time, instruction and intervention; and
- Ability to be reflective about their own teaching and modify practice as necessary and appropriate to enhance student learning.

What Is Administrator Quality?

Administrator quality is as dynamic as teacher quality and is equally impacted by the conditions of practice, internal motivation, and opportunities for growth and development. The PPD workgroup views the following qualities as essential for an administrator to possess in order to be considered *initially* qualified:

- Demonstrated teacher effectiveness and ability to expertly supervise instruction;
- Ability to use data to drive decision making;
- Strong overall leadership skills and the ability to lead, manage and direct change;
- Ability to effectively allocate financial and human resources; and
- Ability to communicate effectively with a diverse range of constituents, including fellow educators, students, parents and families, and community groups.

What Is The Value of A Credential?

Teachers and administrators in the K–12 community are required to hold credentials in order to serve in the public schools. Though, as mentioned above, the PPD workgroup does not view a credential as a sole determinant of quality, the group recommends that credentials be retained for K–12 personnel as an indicator of initial preparation and competence in the areas listed above.

The K–12 Context

The professional development needs of California’s teaching workforce have been significantly impacted by many ambitious reforms in recent years. The adoption of new academic content standards and performance levels for K–12 students and a new accountability system for K–12 schools requires that the state of California (1) provide for the retooling of K–12 teachers and administrators, and (2) ensure that colleges and universities that prepare the K–12 workforce are proactively responsive to the needs of the K–12 community. The increasing diversity of California’s student population coupled with recently enacted laws regarding the delivery of services to English learners in the student population creates additional needs for development of the workforce across the K–18 spectrum. Class-size reduction, coupled with an aging workforce and increasing

difficulty to staff schools in some regions of the state call for the state to attend to the supply as well as the distribution of teachers and administrators. The PPD work group, recognizing the importance of these major shifts in the context of education in California, proposes that the Master Plan Committee address professional development of the education workforce systemically, as reflected in the recommendations at the end of this report.

The Reality

Public testimony as well as discussion with the teacher members of the PPD workgroup make clear that many teachers in the public schools are feeling overwhelmed and demoralized. They often feel they are not in control of their own professional destiny and, although they have a great deal of expertise and experience, their views on important reform issues are not seriously considered. Most especially, as the demand for accountability for their performance has increased, teachers have often not had significant voice in decisions that affect their ability to engage in pedagogy appropriate for the students they teach.

In many cases, the basics of the teaching environment—clean, safe schools; adequate, up to date instructional materials; and manageable class sizes, to name a few—are lacking. Many teachers assert that the professional resources necessary to succeed in the classroom, including effective principals, adequate support staff, technology, and time for professional development, are not in place. Other inequities plague the system as well. Finally, while the diversity of the student population continues to grow, the diversity of the professional workforce has remained fairly static.

School leaders appearing before or serving on the PPD workgroup reported that the responsibilities of school administration have grown and changed significantly with the implementation of California's standards and accountability system. The range of responsibilities for a school principal include plant management, campus security, professional development, student discipline, communication with parents and community leaders, allocation of site-based resources, curriculum planning, hiring and evaluation of teachers and other staff, and instructional leadership. Overcrowding and high staff turnover in some schools make the work of school administration more difficult.

While there were myriad issues discussed by the PPD workgroup, there were five especially significant challenges impacting student learning that the group believed should be highlighted in the Master Plan work as indicated below.

Inadequate Teacher Quality in Low-Performing Schools.

Many California schools face serious shortages in the numbers of qualified and experienced teachers they are able to recruit and retain. This problem is especially acute in low-performing schools. At least 20 percent of the teachers in schools in the lowest

decile on the 2000 Academic Performance Index (API) are on emergency permits,² and in some districts, about *half* the teachers are on emergency permits or waivers.³ In contrast, more than 90 percent of the teachers in the best performing schools on the 2000 API are fully credentialed.

Why are there severe staffing problems in some schools? One study determined that, "...school staffing problems are primarily due to excess demand resulting from a 'revolving door' where large numbers of teachers depart their jobs for reasons other than retirement."⁴ The study went on to conclude that, "...improvements in organizational conditions, such as increased salaries, increased support from the school administration, reduction of student discipline problems, and enhanced faculty input into decision-making, would all contribute to lower rates of turnover, thus diminish school staffing problems, and ultimately aid the performance of schools."⁵

The PPD working group believes the reasons teachers do not stay in some schools—particularly low-performing schools—include:

- Lack of a professional culture for teaching and learning
- Dirty, unsafe and overcrowded schools
- Lack of support staff
- Lack of up to date instructional materials and technology
- Lack of effective, supportive leadership
- Lack of time and space for professional development and collaboration.

Ultimately, teachers will stay where they believe they have a reasonable chance of success, which is unlikely where the above conditions occur.

Teacher Professional Development Inadequate

In recent years professional development opportunities to ensure teachers have mastery of the state's academic content standards have been significantly expanded. However, many professional development programs often fail to take into account career stages of teaching professionals or the status of teachers' knowledge of subject matter or pedagogy (only about one-quarter of California teachers surveyed report that their staff

² California Teachers Association (2000). *Low-Performing Schools = High Priority Schools: Analysis of 2000 Academic Performance Index*. Sacramento, CA.

³ California Commission on Teacher Credentialing (2001). *Teachers Meeting Standards for Professional Certification in California: Second Annual Report*. Sacramento, CA.

⁴ Ingersoll, Richard M. (2001). *Teacher Turnover, Teacher Shortages, and the Organization of Schools*. Seattle, WA: Center for the Study of Teaching and Policy.

⁵ Ibid.

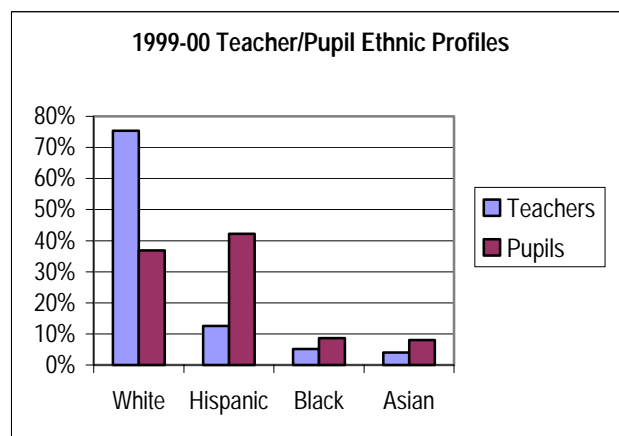
development often recognizes and builds on their knowledge and experiences⁶). In addition, although teachers most frequently suggest that they need more time to talk to one another about curriculum and the tough problems they face, fewer than half report that their overall professional development experiences often or very often promote collaboration. And, only about 26 percent of California teachers report that their professional development is often sustained over time, with ample participant follow-up and teacher support. Professional development is frequently characterized as a single event, lacking cohesion and having little impact on teaching or learning.⁷

State requirements for specific professional development activities have grown cumbersome over time as there is no mechanism to review, revise, or delete those that are out of date. Further, while the state has made strides toward supporting new teachers just entering the profession, the same focus on quality and consistency that has characterized beginning teacher support has not permeated the whole of the teacher development continuum. Even though teachers are now required to deliver a more dynamic, complex and challenging curriculum to a larger and more diverse group of students, the policy focus has not kept pace to step up the improvement of professional development for the more than 250,000 experienced practitioners who teach the majority of the students in the public school system.

Even if there were more time for professional development and even if services were provided based upon teacher expertise and experience, poor coordination of professional development services remains a serious problem. Currently, there is little attention paid to helping teachers engage in, understand and apply research and new information about how students learn, and few ways to dialogue and collaborate with colleagues regarding new strategies that emerge as California's student population changes. At the state level, there is no mechanism for continuously reviewing and refining a professional development system that can be responsive to shifts in a dynamic world such as inclusion of special education students and the infusion of significant numbers of English language learners.

Teacher Diversity Lacking

Data from the California Department of Education show that over the last fifteen years, the number of non-Anglo teachers more than doubled from 33,294 in 1985-86 to 68,795 in 1999-00. However, this increase has not begun to keep pace with the state's pupil demographics. (see chart at right). In particular, persons of Hispanic descent comprise 42



⁶ Shields, et. al. (1999). The Status of the Teaching Profession: Research Findings and Policy Recommendations. A Report to the Teaching and California's Future Task Force. Santa Cruz, CA: The Center for the Future of Teaching and Learning.

⁷ Ibid.

percent of the pupil population, but only 13 percent of the teacher population.

Recent research has shown the beneficial effects of teachers with backgrounds similar to those of their students. A study of Tennessee test score data found that a one-year assignment to an own-race teacher significantly increased the academic achievement of Black and White students.⁸ We know, however, that for the foreseeable future there will be a mismatch between teacher and student diversity. Therefore, teacher preparation programs must pay substantial attention to issues of diversity.

Teacher Compensation Lagging.

Teacher pay, especially in large cities, has failed to keep up with comparable wages in the private sector. Large city teacher salaries grew 36.5 percent from 1990-91 to 2000-01, but annual earnings for all workers in the United States grew during the same period by 45.9 percent.⁹ With an average of \$46,326, California ranked eighth nationwide in teacher salaries in 1998-99.¹⁰ Adjusted for the cost-of-living, however, Los Angeles, San Jose and Oakland ranked 100th, 99th, and 98th respectively in teacher salary among the country's largest 100 cities (see Table 1).

Failure to properly compensate quality teachers has led to serious problems of recruitment, retention and demoralization among the California teaching force. While there are many worthwhile targeted programs to deal with these issues, one crucial part of the solution is certainly better pay for quality teaching.

Table 1.

California City	Cost-of-Living Adjusted Teacher Salary	Salary Rank Among 100 Largest US Cities
Riverside	56,556	10
Santa Ana	52,036	29
Anaheim	51,987	30
Bakersfield	47,473	55
Stockton	45,061	67
San Diego	43,993	75
Glendale	43,682	76
Sacramento	42,229	83
Long Beach	41,475	87
Fresno	40,938	89
Fremont	39,783	92
San Francisco	38,155	94
Oakland	33,328	98
San Jose	33,036	99
Los Angeles	30,580	100

SOURCE: American Federation of Teachers, October 2001

⁸ Dee, Thomas S. (August 2001) "Teachers, Race and Student Achievement in a Randomized Experiment," Working Paper 8432. Cambridge, MA: National Bureau of Economic Research.

⁹ Nelson, F. Howard and Gould, Jewell C. (2001) *Teacher Salaries, Expenditures and Federal Revenue in School Districts Serving the Nation's Largest Cities, 1990-91 to 2000-01*. Washington, D.C.: American Federation of Teachers, AFL-CIO.

¹⁰ American Federation of Teachers (1999). *Survey and Analysis of Teacher Salary Trends 1999*. Washington, D.C.: American Federation of Teachers, AFL-CIO.

Recruitment and Retention of Skilled Administrators Increasingly Difficult.

Throughout the country there is concern that it is becoming increasingly difficult to attract and retain high quality candidates to the school principalship. Surveys by national professional organizations have documented this alarming trend; for example, 60 percent of respondents to a National Association of Elementary School Principals (NAESP) survey cited insufficient compensation as a factor that discourages potential applicants for principal positions.¹¹

In California the situation is exacerbated by a number of factors including: inadequate facilities that lead to serious overcrowded conditions, a more stressful work environment and the poorest site administrator student ratios in the country.¹²

However, in California and elsewhere the most serious cause for concern is that standards-based legislation is holding principals accountable for student achievement, but is not providing principals with the authority to manage the available fiscal and human resources under their control.

Given the documented importance of strong school leadership in school improvement, it is essential that greater attention be paid to support for school principals.

¹¹ National Association of Elementary School Principals, "Is There a Shortage of Qualified Candidates for Openings in the Principalship? An Exploratory Study" [online: web], cited 23 Jan. 2002. URL: <http://www.naesp.org/misc/shortage.htm>.

¹² EdSource, with data from NCES, determined that there was one principal and/or assistant principal for every 504 students in California in 2001, ranking it last among the states.

RECENT RESPONSES

An ambitious set of initiatives focussed on many aspects of professional personnel development have been launched in recent years and there are a wide range of agencies and institutions with responsibility for different parts of this “system”. As the following tables illustrate, Governor Davis and the Legislature have made recruitment, preparation, and professional development of the K–12 teaching and administrative workforce a high priority.

TEACHER RECRUITMENT: \$182 million			
PROGRAM	DESCRIPTION	FUNDING	AGENCY
Teacher Recruitment Initiative Program (TRIP)	Establishes six regional recruitment centers to help schools with a high number of emergency permits to recruit college students and others to pursue a teaching career.	\$9.4M	Sacramento County Office of Education
Teaching as a Priority (TAP) Block grant program	Provides competitive block grants to districts to provide incentives to attract and retain fully credentialed teachers in low-performing schools. Incentives may include, but are not limited to, signing bonuses, improved working conditions, salary increases, housing subsidies and a longer school year.	\$118.6M	California Department of Education (CDE)
Assumption Program of Loans for Education (APLE)	Assumes up to \$11,000 in student loans for teachers who agree to teach up to four years in a subject area with teacher shortages or in schools that serve large populations of socio-economically disadvantaged students.	\$13M	California Student Aid Commission (CSAC)
Cal Grant T	Provides funding for up to 3,000 prospective teachers enrolled in teacher preparation programs.	\$10 M	CSAC
California School Paraprofessional Teacher Training Program	Recruits paraprofessionals (teacher aides) from the community and funds \$3,000 per participant to provide training toward certification. Seventy five percent of the participants must work in Title I schools. Thirteen currently approved programs at community colleges and CSU campuses, serving 522 participants, with 253 participants fully certified. Funding for 2000-01 will allow for 31 new programs, with 2,418 proposed participants.	\$11.5M	CA Commission on Teacher Credentialing (CCTC)
CalTeach AB 1740	Public service announcements, Internet resources, publications such as <i>Why Teach?</i> Comprehensive resource for teacher preparation programs and jobs in public education.	\$9M	California State University (CSU)
Teacher and Reading Development Partnerships	Encourages community college students to pursue a career in teaching. It includes developing partnerships with local school districts and California State University, development of articulated curriculum with CSU and provides a early fieldwork experience through tutoring elementary students in reading.	\$10M	California Community Colleges (CCC)

TEACHER PREPARATION: \$186 MILLION			
PROGRAM	DESCRIPTION	FUNDING	AGENCY
Governor's Teaching Fellowships	Provides \$20,000 in funding for each of 1,000 merit-based teaching fellowships for graduate students who agree to teach in a low-performing school for four years	\$21M	CCTC
Beginning Teacher Support and Assessment (BTSA) SB 2042	Provides an effective transition into a teaching career for 1 st and 2 nd year credentialed teachers. Program provides intensive individualized support and assistance to each beginning teacher. BTSA is now delivered by 143 approved programs, serving about 25,000 teachers.	\$105M	CDE and CCTC
Pre-Intern Program	A formalized program to prepare for entry into internship programs run by local school districts and county offices. Designed to serve as an alternative to the Emergency Permit system	\$11.8M	CCTC and Local Education Agencies (LEAs)
Intern Program	Provides "on-the-job" training as an alternative to "traditional" teacher preparation. Programs are offered by institutions of higher education (IHEs) or local school districts.	\$31.8M	CCTC with Institutions of Higher Education (IHEs) or LEAs
CSU Teacher Preparation Expansion	CSU was provided permanent funding 1997-98 and 1998-99 to increase the number of teacher candidates, increase teacher preparation, and develop the CalStateTeach distance learning program.	\$16M	CSU

PROFESSIONAL DEVELOPMENT: \$566 MILLION			
PROGRAM	DESCRIPTION	FUNDING	AGENCY
National Board Certification Incentive Program AB 858 (1998)	An incentive program designed to encourage teachers to pursue certification from the National Board for Professional Teaching Standards	\$15M	CDE
Peer Assistance and Review (PAR)	Replaced Mentor Teacher Program in 2001. Funds LEAs to develop programs in which exemplary teachers consult with less successful teachers in content and pedagogy. PAR funding may be used to develop a comprehensive program, including service to beginning teachers. 1,012 districts have locally negotiated PAR programs.	\$134M	CDE
Professional Development Institutes AB 2881 (2000)	Provides 1–2 weeks of training, with follow-up, to beginning and non-credentialed teachers and low-performing high-poverty schools.	\$114.7M	University of California (UC)
California Subject Matter Projects SB 1882 (1988)	Professional development initiatives focused on subject matter, administered by the University of California	\$35.8M	UC
Instructional Time and Staff Development Reform	Reimburses LEAs for classroom personnel that participate in staff development up to three days per year.	\$246.8M	CDE
UC Principal Leadership Institutes	Principal training program intended to provide every principal and vice principal with training in the Academic Content Standards for Students and in instructional leadership	\$500,000	UC
California Professional Development Consortia	Ten consortia created to provide regional coordination, brokerage, and direct services to support professional development at the local level.	\$4M	LEAs
The Governor's Principal Training Act AB 75 (Steinberg)	Provides incentive grants to local education agencies to provide school site administrators with instruction and training.	\$15M	CDE, LEAs

The state has made a substantial commitment with these various initiatives aimed at improving the recruitment, preparation and ongoing development of teachers. But despite a significant investment of state dollars—close to \$1 billion—in these activities, the overall effort to recruit, prepare and develop the professional education workforce remains deeply fragmented. The recommendations that follow are focused on establishing a more coherent, systemic approach to this critical area of state policy.

RECOMMENDATIONS

Systemwide Recommendations

Recommendation 1.0: Place responsibility for coordination of K–12 professional personnel development activities in the Governor’s Office through the Office of the Secretary for Education. Despite significant new initiatives and substantial new funding, the state does not have a visible and clearly identified structure in place that provides for the effective coordination of professional personnel development programs. Currently, there are several state agencies with major responsibility for development of the professional education workforce. Despite a significant investment of state funds in this area however, the state does not have a clearly identified structure in place that provides for the effective coordination of programs.

- The Office of the Secretary for Education (OSE) was established to advise the Governor and carry out the Governor’s policies related to education. This office does not have direct responsibility for administering programs; rather, it serves, to some extent, as a policy coordinating body that represents and advises the Governor.
- The Superintendent of Public Instruction (SPI) is a constitutional officer with responsibility for overseeing most aspects of the State’s public school system. The California Department of Education (CDE), is the primary “flow through” agency for state funds to the K–12 infrastructure. Many of the state’s professional development initiatives are funded and implemented through the CDE.
- The California Commission on Teacher Credentialing (CCTC) is an independent standards board for teachers with responsibility for the setting and enforcement of standards for educator preparation; the issuance of credentials; and discipline of the workforce. The CCTC issues more than \$60 million in grants each year to support several teacher development programs, and co-sponsors, with the SPI, the Beginning Teacher Support and Assessment System.
- The Department of Finance (DOF) serves as another arm of the Governor, providing fiscal oversight of education (as well as all other types of state funded) programs. As with the OSE, the Department of Finance does not have responsibility for the administration of programs, but serves instead as an advisor to the Governor and a fiscal control agency over other state agencies.
- The Student Aid Commission is the state agency responsible for all forms of financial aid to students, including students in training to become classroom teachers. As a member of the executive branch of state government, the SAC is overseen by a 15 member Commission, appointed by the Governor.
- The California Postsecondary Education Commission (CPEC), established under the provisions of the Master Plan for Higher Education, is a 16 member body charged

with planning and coordinating higher education. Members of CPEC are appointed by the Governor, the Legislature and each of the higher education segments.

- The University of California is governed by 26 regents, 18 of which are appointed by the Governor. Constitutionally independent, the University of California operates various programs for the preparation and development of professional personnel.
- The California State University is overseen by 25 trustees, 16 of which are appointed by the Governor. In addition to being the state's largest provider of training for teachers and administrators, the California State University administers a number of programs to recruit, prepare and support professional personnel.
- The California Community Colleges are administered by 16 member Board of Governors, all appointed by the Governor. In addition, each of the 72 community college districts has a locally elected Board of Trustees. With the recent creation of the Teacher and Reading Development Partnerships program, the Community Colleges are beginning to partner with local school districts and the California State University to recruit and prepare potential teachers.

Though responsibility for program implementation resides, *and should continue to reside*, with these different entities, there is clearly a need for greater coordination of these disparate programs at the state level. The PPD workgroup believes this responsibility should reside with the Secretary for Education, who is the Governor's principal policy advisor on education matters. In order to implement this new role, the Office of the Secretary for Education should establish an advisory body with representatives from all segments of the education policy community to facilitate dialogue and build a common frame of reference for a concerted course of action. This advisory body would monitor the professional personnel development needs of the state including program effectiveness, possible program consolidation and the feasibility of new initiatives.

By coordination, the PPD workgroup does not mean for the Office of the Secretary for Education to micro-manage nor add a new layer of management that would be meddlesome to other state entities and confusing to the field. Rather, the intent is to insure that the state has the best possible return on its investment and that the Governor and the Legislature receive a comprehensive understanding of the nature and extent of the state's commitment, and effectiveness in, professional personnel services throughout the state. Nothing in this recommendation is meant to alter the functioning of other state education agencies. For example, implementation and administrative responsibilities remain with the SPI and the CDE for many programs; and policy responsibilities remain with the State Board of Education (SBE). Similarly, the CCTC remains as an independent standards and regulatory board for professional educators.

Recommendation 2.0: Create an independent entity that is responsible for collecting data related to teaching and school administration, and evaluating programs and initiatives. Though many data collection activities exist or are underway

(e.g. CBEDS, CSIS), state policy suffers from a lack of comprehensive data on a range of topics, including:

- Teacher and administrator quality and effectiveness that is informed by student achievement;
- Supply and demand analyses and projections;
- Teacher and administrator retention and mobility studies;
- Impact of emergency permits;
- Job surveys that provide systematic evaluation of prospective teachers and administrators willingness to enter the teaching or administrator profession and the conditions that impact that decision, including comparable salaries to other similarly trained professionals.

The PPD working group believes strongly that the link between teacher quality and student achievement is crucial and needs careful attention. However, it is important that student achievement be considered from a number of perspectives. State examinations (i.e. STAR both SAT-9 and standards-based, the High School Exit Exam) are certainly important indicators but should not be the only factors considered when defining student achievement. Essay writing, science and math problems not limited to a multiple choice format ought to be incorporated in student achievement assessments whenever possible. And, the state needs to move to complete development of other indicators of student and school success that are already called for in state law (e.g. attendance and high school graduation rates).

California can no longer afford to create programs and have little idea whether they are working, especially concerning teacher recruitment, preparation and professional development, which have generated substantial new state resources and initiatives in recent years. Evaluation of education programs must become a systematic endeavor. The state has a vital interest in knowing the effect of its investment on narrowing the achievement gap and improving student learning. This need is so central to the state's education mission that a scatter-shot, haphazard approach to data collection is no longer acceptable. In recent years, both the Stanford Research Institute, International (SRI) and the Center for the Future of Teaching and Learning (CFTL) have made efforts to collect data from multiple sources in order to track teacher attrition and mobility. They encountered significant roadblocks, the most critical having to do with the lack of a common identifier that enables the tracking of teachers and administrators. SRI and CFTL recently recommended ways to use teacher and administrator Social Security numbers as a unique identifier and maintain confidentiality. According to SRI, such practice is common in other states, and there are mechanisms that can be employed to ensure confidentiality.

Recommendation 2.1: The state should use a unique, but confidential, identifier in collecting teacher data. The PPD workgroup recommends that adequate safeguards be put in place to allow the Social Security number to be confidentially used as a unique

identifier by all agencies collecting data regarding teachers. The PPD workgroup further recommends that the independent data collection entity recommended herein be authorized to collect and analyze data produced as a result of this recommendation.

Recommendation 2.2. Require all programs to include resources for evaluation. The PPD workgroup recommends that every professional preparation and development program that is funded by the state be required under law to set aside a percentage of its funds to create a source of funding to support ongoing program evaluation and research under the direction of the independent entity recommended herein. Data collected at the program level should be accessible to the independent state entity and regular reports should be made available to the Governor, Legislature and policy community.

Recommendation 2.3. The data collection entity should be independent. The PPD workgroup believes that if this new entity is to be credible it needs to have a high level of independence. The PPD workgroup believes that if this new entity is to be as independent as possible, careful attention needs to be given to appointing authorities and length of terms. There should be multiple appointing authorities (with no appointing authority approaching a majority of appointments) and appointees should have extended terms similar to those enjoyed by the UC and CSU Regents and Trustees, respectively.

Recommendation 3.0. Forge voluntary regional partnerships to provide program coordination, evaluation, monitoring and intervention at the local level. Historically, the state, through the California Department of Education, has provided help to local education agencies (LEAs) in implementing programs. However, from an LEA perspective, given the size and complexity of California, the state can seem distant, and at times, local agencies may not know where to turn for assistance.

The PPD working group believes that there is an important regional role for program coordination and technical assistance. We believe that there are four key tasks that a regional partnership should perform: (1) program coordination and technical assistance; (2) monitoring; (3) evaluation; and (4) intervention.

- 1) *Program coordination and technical assistance:* a regional partnership should provide diagnostic services to local education agencies to help them assess their specific needs and plan for the recruitment, preparation and development of the workforce. A regional partnership should then organize efforts at personnel preparation and professional development among local districts and higher education institutions that serve their area, matching district needs with university program offerings. In addition, a regional partnership should disseminate information to local school districts about the array of available state programs, and help districts implement appropriate programs effectively. Finally, a regional partnership should directly provide programs and services to districts that are unable to implement their own effectively.
- 2) *Evaluation:* a regional partnership should work with local, state and federal agencies to consolidate reliable data on the local performance and outcomes of professional personnel preparation and development programs. This data should be shared with

local education agencies in the region in addition to service providers such as higher education institutions.

- 3) *Monitoring*: a regional partnership should track the relative performance of districts in its service area, and identify positive or negative trends in a timely fashion. Local successes should be shared with neighboring districts, and failures would require further attention. Regional agencies should also provide information to the state about the impact of changes in law or new programs on the local districts they serve.
- 4) *Intervention*: a regional partnership should, based on clear and compelling data, intervene when necessary and appropriate to help districts with especially difficult problems. This could, for example, involve helping a district reduce the number of emergency permits it uses by bringing together district and higher education institution representatives to develop solutions to specific problems with recruitment, preparation and retention (in some parts of the state the Teacher Recruitment Initiative Program may already be performing this function).

The structure of a regional system of support for local education agencies could be accomplished using as a model current initiatives such as the Professional Development Consortia and the California Technology Assistance Project, which subdivide the state into as many as eleven regions to provide assistance customized to local needs. The Beginning Teacher Support and Assessment (BTSA) program is also an example of how a regional network can support the effective implementation of a program. In the last several years, the state Legislature broadly expanded BTSA, providing sufficient funding for every new teacher with a preliminary credential to participate. In response, the California Department of Education and the California Commission on Teacher Credentialing (CTC) established a regional network with six locations throughout the state to help districts create their local BTSA programs.

We also believe that there are lessons to be learned from the Fiscal Crisis and Management Assistance Team (FCMAT). Although a state rather than a regional body, FCMAT was originally formed to provide help to school districts on fiscal matters after several districts went bankrupt in the late eighties and nineties. It has since grown, at the direction of the state Legislature, to also provide assistance to districts in areas such as facilities, personnel and curriculum. To the extent FCMAT is effective, it seems three operations it performs are key: (1) it can provide objective evaluations of a district's particular situation; (2) it can monitor the district's progress in meeting stated goals; and (3) it can provide help in meeting those goals. This kind of focused attention could, through a regional entity, help local education agencies better develop teacher recruitment, retention, and professional development programs and services. In other words, we are not advocating FCMAT become a regionalized agency, but that regional partnerships should employ the FCMAT approach to district evaluation and possible intervention.

Recommendations for Professional Personnel Development in the K–12 System

To ensure a sufficient supply of K–12 teachers and administrators with the qualifications necessary to promote student learning the PPD workgroup recommends the following:

Recommendation 4.0: The state should require that all teachers are adequately prepared prior to assuming responsibility for a classroom. California has embraced multiple routes into teaching since the 1960's, when internships were first launched. In a state the size of California, it is clear that one size does not fit all. The diversity of needs within the state has been the basis for allowing multiple approaches to learning to teach for close to forty years. With the advent of class size reduction in 1997, the need for teachers grew precipitously, outstripping the supply in many cases. This important innovation in our public education system precipitated the expansion of alternative routes into teaching, including:

- Expansion of district- and university-based internships;
- Creation of the pre-internship program;
- Expansion of the paraprofessional teacher training program;
- Reduction of barriers to teachers credentialed outside of California;
- Creation of a new “fast track” alternative that enables highly qualified individuals to test out of certain credential requirements.

These alternative routes into teaching exist in dynamic tension with the move towards standards-based programs. The California Commission on Teacher Credentialing is responsible for setting standards for educator preparation, and has made a conscious policy decision, based on statutory mandates, to ensure that all routes into teaching are held to the same high standards. The CCTC has recently completed a comprehensive overhaul of its standards to align them with the State Board adopted academic content standards for students. All routes into teaching, pursuant to statutory and policy directives, will be required to transition to these new standards by the end of 2003. The PPD workgroup endorses a standards based system that supports multiple pathways into teaching.

Recommendation 4.1: The state needs to pay greater attention to the proliferation of emergency permits teachers in recent years. A significant number of teachers enter the profession on an emergency permit, which is based not on standards but on district needs. Currently, there are nearly 35,000 teachers on emergency permits.¹³ The impact of emergency permit teachers on student achievement has not been well-documented, and the state should, as part of its overall data-collection activities, conduct systematic studies about the effectiveness of all classroom personnel, including emergency permit holders, pre-interns, interns, new teachers, and veteran teachers. Research in this area should also

¹³ The California Department of Education reports the number of teachers on emergency permits for the 2000-01 year as 34,670, 11.5 percent of the total number of teachers.

examine issues related to comparable district resources available for teacher compensation and whether some districts may be intentionally hiring emergency permit teachers over fully qualified credential holders in order to cut personnel costs.

Notwithstanding the absence of compelling data, policy makers are concerned about the use of emergency permits in some schools and the potential impact this may be having on student learning. Given the large number of emergency permit teachers and the heavy reliance of some districts on these teachers there is no quick fix to solving the emergency permit teacher crisis. However, substantially reducing the use of emergency permits would lessen greatly the likelihood that any student would be unduly disadvantaged by continuous exposure to uncredentialed teachers. The PPD workgroup offers several suggestions for addressing this challenge to the Master Plan Committee.

Option 4.1.1: Set a timeline (five to ten years) to phase out the use of emergency permits. Some argue that “if you build it they will come”, that elimination of the emergency permit would send a clear message to districts that teacher recruitment and retention must become a higher district and state priority. However, others argue that districts need flexibility to allow for the true “emergencies” that arise and create immediate vacancies that cannot be filled immediately with a credentialed teacher. A modified approach would be to identify precisely appropriate uses for emergency permits and set standards that define these uses.

Option 4.1.2: Eliminate the use of emergency permits in decile 1 or decile 2 (lowest performing) schools. California’s lowest performing schools are widely recognized as having some of the most difficult teaching challenges. If emergency permits cannot be eliminated entirely, we could at least limit their use in the schools with the greatest educational challenges.

Option 4.1.3 Replace emergency permits with the Pre-Internship program, requiring that any uncredentialed teachers be hired as pre-interns and supported to complete preparation as soon as possible. Approximately two-thirds of the emergency permit population do not qualify for entry into teacher preparation programs because they have not met subject matter requirements. The Pre-internship program was designed to provide support, intensive training in “emergency pedagogy” and preparation for subject matter examinations to this segment of the emergency permit population. There are currently more than 10,000 pre-interns in the pipeline who will move into internships and become fully credentialed as a result of this program, which the PPD workgroup believes to be preferable to the emergency permit system. In addition, the state should keep from expanding the numbers of teachers on emergency permits by prohibiting the hiring of student teachers prior to completion of professional preparation.

The PPD workgroup does not believe that these options are mutually exclusive. The recommendation itself, to ensure that all teachers are adequately prepared prior to assuming responsibility for a classroom, represents a long-term solution. The options that are provided here could be seen as short term strategies that would enable the state to significantly reduce the numbers of unprepared teachers serving in California classrooms.

The PPD workgroup recommends that the Master Plan Committee move forward on all of the options described above.

Recommendation 4.2: The state should increase the capacity of California's higher education systems to prepare larger numbers of educators for the public schools. If the range of recruitment initiatives are successful in attracting more prospective teachers into preparation programs, then current opportunities for teacher preparation must be expanded. The PPD workgroup recommends that expansion be targeted to regions where there are high numbers of individuals serving on emergency permits or where projected shortages of teachers and administrators are greatest. The workgroup further recommends that expansion of opportunities for preparation focus on increasing access through flexible scheduling and on-line options.

Recommendation 5.0. The state must focus more resources and attention on hard to staff schools. There exist great inequities in the distribution of qualified and experienced teachers and administrators in California and the following recommendations are meant to address this serious inequitable condition.

Recommendation 5.1. The state should set minimal standards for appropriate working conditions in schools. While many factors contribute to teacher success and retention, poor working conditions are cited repeatedly by teachers who have left low performing schools. While there is always a delicate line to draw between state and local responsibilities, we believe state minimal standards concerning school cleanliness, school safety and adequate up-to-date materials are essential if we are to have any chance of reversing the continual loss of talented individuals from some of our most challenging school sites. Once established, the state needs to pay special attention to decile 1 and 2 schools to insure that such schools are meeting these standards and when appropriate, state funding is forthcoming to address deficiencies.

The PPD workgroup recommends that the Finance and Facilities Workgroup consider a recommendation that districts prioritize existing resources for decile one and two schools.

Recommendation 5.2: The state needs to provide additional resources for educators in high poverty schools. Educators tend not to stay in situations where they do not feel they can succeed with students. Children of poverty have special needs and if educators are to succeed with such students they need additional resources. We propose a substantial block grant to high poverty schools that can be used for the following purposes: 1) class size reduction; 2) professional development; 3) professional support staff (e.g. counselors, social workers, nurses); 4) instructional materials; and 5) academic support services (e.g., tutoring, learning support centers, etc.).

Recommendation 5.3: The state should ensure that teacher preparation, induction and ongoing professional development include a focus on teaching in urban settings and teaching children who bring particular challenges to the learning environment. Although not all teaching assignments are in urban or difficult to teach settings, it is increasingly essential that teachers coming into the workforce have the ability to work in

challenging circumstances. This need is so pervasive that the PPD workgroup recommends that all phases of the learning to teach continuum include this focus.

Recommendation 5.4: The state should provide grant funding to explore the creation of professional development schools that facilitate partnerships between institutions of higher education and low-performing schools. Professional development schools have been successful in a variety of settings across the country. These schools have as an important central part of their mission the training of new teachers and the involvement of all experienced teachers in this preparation function. This approach represents one way that the state could provide additional resources for low performing schools and at the same time provide high quality training opportunities for teachers at different stages in their development.

Recommendation 6.0: The state, regional entities and local school districts must redesign their professional development activities as well as invest more of their resources in human capital development. At the outset, it is important to note that there is much worthwhile professional development underway in many parts of the state. State sponsored professional development networks such as the California Subject Matter Projects and the Governor's Professional Development Institutes, national, state and regional education reform networks as well as some noteworthy individual school districts are all making important contributions to the development of California's professional workforce. However, there are systemic problems that undermine the effectiveness of these worthy efforts, the first having to do with the amount of time available for professional development and the ways in which professional development is built into the professional work of teachers. Too often staff development is either an add-on or in-lieu of the regular instructional day. A teacher's work day is largely defined by student contact hours and valuable professional growth that must somehow be "found" outside of the regular work environment.

A related problem is how professional development is defined and implemented. Traditionally, staff development activities have consisted largely of workshops or institutes that do not provide for clinically based or collaborative activities that research has indicated are some of the most powerful types of effective professional development. The PPD workgroup recommends that the state's investment in professional development include and give priority to the following kinds of activities:

- 1) Professional development activities that are focused on classroom practice, where teachers play a key role in the planning, implementation and evaluation of the program.
- 2) Time for collegial inquiry into and discussion about current research on good teaching, and real-life problems and issues impacting student learning.
- 3) Collaboration focused on improving standards based instruction, designing and planning lessons, mentoring and coaching for the entire faculty, and faculty study groups.

- 4) Professional development activities that are closely tied to current instructional assignments and circumstances.
- 5) Professional development activities that are attentive to state programs and mandates.
- 6) Professional development activities that are aligned with the California Standards For The Teaching Profession and the California Professional Standards for Educational Leadership.
- 7) Professional development activities that regularly employ technology as a means to gain subject matter knowledge and insights into effective instructional practice

Basic to any effective staff development is the involvement of both teachers and administrators in planning and implementation. The PPD workgroup believes that the State's significant investment in professional development of the workforce would have a greater impact if it were based on a clinical approach, where teachers have the opportunity to learn new strategies, try them out in the classroom, evaluate the outcomes and apply what they've learned to their next teaching situation.

It is important for schools and districts to work together to redefine professional development so that teachers are able to successfully apply what they learn. The professional work of teachers needs to focus on improving standards based instruction. These efforts need to be coordinated across classrooms and schools so that professional development, especially in hard to staff schools, is of sufficient scope and quality to effectively improve instruction.

Finally, the amount of resources devoted to professional development is simply insufficient. More time and more money is necessary if teachers are to be thoroughly familiar with state academic standards and how all students can be assisted to meet these standards. The state has provided important new resources for state-run institutes but has actually reduced the amount of time available for local professional development work. It is our view that more attention needs to be paid to local professional development activities; as long as professional development is viewed by teachers and districts as an external activity, true redesign of professional development work will not be fully achieved.

The PPD workgroup puts forward the following specific recommendations in order to respond to the current reality of professional development activities in California:

Recommendation 6.1: The state should provide ongoing resources for up to ten additional days of staff development for selected school districts throughout the state. In the past, the Legislature has provided a set number of professional development days for all school districts in the state. This has been both costly and has not resulted in the kind of redesign of professional development that is necessary. We propose that roughly ten percent of the districts be eligible on a competitive basis for a permanent ten day professional development augmentation grant. Criteria for grants should emphasize activities that: are related to standards-based reform and are clinically-based; demonstrate

a strong commitment to school site professional collaboration, and show promise for local capacity-building. When implemented and if evaluated positively, a second group of school districts could compete for additional ten day professional development augmentations. We believe this incremental and calibrated approach to investments in professional development is a more cost effective and thoughtful approach to professional development reform in California.

Recommendation 6.2: The state should provide funding to selected districts to link an increase in staff development days to a like increase in instructional days, especially in low performing schools. Often times staff development occurs at the expense of instructional time and this is viewed by many as an unacceptable trade-off. The state should provide funding for selected schools and school districts to add one week of instruction and one week of professional development time and thereby provide a "win-win" rather than a "zero-sum game" approach to the equally important goals of more time both for student instruction and for teacher professional growth. This approach should have special appeal in low performing schools where often times students need more time to reach standards and teachers need more time and assistance to develop effective teaching strategies for lower performing students. An important benefit to this approach is it may provide a mechanism for moving teachers to a 12 month employment cycle, and thereby make teaching a more financially attractive profession.

Recommendation 6.3: The state should provide grant funding to explore opportunities for embedded professional development at the school site and district level. Embedded professional development occurs during the normal school day and not after school or during vacation time. How to best integrate professional development into the regular school instructional day (rather than at a separate location or time) remains a tremendous challenge to most school districts. The state can help by providing grant funding perhaps beginning with summer school and inter-sessions where time constraints are not as restrictive as during the regular school year. Also, universities can play an important role in helping design appropriate embedded professional development work as well as provide critical commentary on how such activities are implemented and might be improved.

The PPD working group believes no idea or organization has a corner on the market for strengthening professional development and that all of the above recommendations have merit and are worthy initiatives.

Recommendation 7.0: The state must redouble its efforts to diversify the educational workforce. In both K–12 schools and community colleges, there is rapid change in the racial and ethnic composition of the student enrollment. This rapid change in the demography of the state's population is most pronounced at the lower grades, but ultimately this change works its way into the postsecondary level. Additionally, the high rates of immigration in California (both documented and undocumented) results in many adults seeking English as a Second Language instruction in adult schools and at community colleges. Students in K–12, community colleges and at four-year colleges need teachers with whom they can identify and relate in order to fully participate in a quality education. This is true for both underrepresented students as well as those from

the cultural majority. Currently there are inadequate numbers of racial and ethnic teachers in the workforce or in teacher preparation and graduate schools. Part of the problem is the lack of appeal of teaching as a career (low salary, low prestige, long hours, little independence, little chance of upward mobility without moving out of teaching).

Although there is a high degree of respect for teaching in minority communities, there is also an awareness that society undervalues teaching as a professional career. Thus, if faced with a career choice where the salary is not lucrative and professional working conditions are substandard, and recognizing that other professional occupations, often with significantly higher beginning salaries, actively recruit racial and ethnic minorities to increase their diversity, the pragmatic decision runs against selecting teaching as a career.

The PPD workgroup recommends that the state develop and implement a multi-pronged strategy to encourage a greater number of students with diverse backgrounds to choose teaching as a career. Such a strategy should address the following elements.

Recommendation 7.1: Enhance the role of community colleges in teacher preparation. Many teachers, particularly teachers who are members of ethnic and racial groups that are underrepresented in the teaching workforce begin their college experience at the community college level. The PPD workgroup recommends that the master plan call for the development of teaching academies at both the high school and community college levels that focus on recruiting future teachers from underrepresented groups. There is currently a policy within the California State University system that limits the number of units in “teacher education” that can be transferred from a community college to six. The PPD workgroup recommends that this limit be removed, and that four year teacher preparation institutions establish strong, well articulated programs with community colleges that allow for early recruitment and development of a diverse teacher workforce.

Recommendation 7.2: The state should expand outreach efforts to targeted groups. Recruitment efforts should begin with career information and encouragement as early as middle school and continue through high school and admission to college. Existing programs that focus on targeted groups (based on legally allowable factors) should be expanded. For example, the Mathematics, Engineering, Science Achievement (MESA) program, which focuses primarily on recruiting targeted groups into careers in math, science and engineering should be expanded to include a focus on careers in teaching.

Recommendation 7.3: The state should expand outreach efforts to “career changers”. Programs like the Paraprofessional Teacher Training Program and the Troops to Teachers Program have been very successful at recruiting and preparing teachers, and typically enroll a high percentage of individuals from racial and ethnic groups that are underrepresented in the teaching profession. Focusing on the older professional, this element of a statewide diversity/recruitment strategy should also target professions that are experiencing downsizing.

Recommendation 8.0: The state should establish a career ladder for teachers that enables exceptional teachers to stay in the classroom. Research shows that teachers are the single most important factor in student learning. Students who have access to highly qualified teachers achieve at a higher rate regardless of other factors. In order to attract individuals to the profession, teacher salaries should be competitive with other professions for both new and experienced teachers. In addition, there is a need for the creation of a school culture where teachers assume leadership roles in school decision-making, where collaboration occurs on a regular basis, and professional development is ongoing, and where new teachers are supported. This type of school environment leads to improved student learning and instructional practices. Recent statewide initiatives that support and financially reward National Board Certification are now in place in California. But there are very few opportunities for exceptional teachers, even those with National Board Certification, to assume leadership roles in the public schools without leaving the classroom. The current status of accomplished veteran teachers must change to accommodate additional roles and responsibilities associated with providing professional development to others such as mentoring, coaching, supervising student teachers, serving as professional growth advisors, and serving as adjunct faculty in higher education.

The PPD workgroup believes that it is both timely and important to develop and implement new structures that would allow highly qualified, veteran teachers, to serve in advanced roles as instructional leaders within schools. The expertise of teachers can make or break a school, and we must find ways of capturing, focusing and rewarding the expertise of teachers within this most important setting.

Recommendation 8.1: The state should provide incentive funding to school districts so that they may create career ladders, subject to local collective bargaining, that reward teachers for demonstrated knowledge, expertise and effective practice. Though it may take some time to fully implement career ladders throughout the public school system, the PPD workgroup's goal is that every child be taught by a highly qualified teacher or a teacher who is effectively mentored and supervised by a highly qualified teacher. Achieving this goal would require the creation of a systematic organizational structure that encourages all teachers to become highly qualified.

Option 8.1.1: Career ladders could include a differentiated staffing system at school sites that would encourage teachers interested in promotion to become "highly qualified". The PPD workgroup believes that a differentiated staffing system that included higher levels of compensation for higher levels of work could encourage the transfer of exceptional teachers to hard to staff schools by creating promotional opportunities at those schools. A differentiated staffing plan would create various teacher responsibilities which would ensure that every teacher not identified or certified as highly qualified would be mentored and supervised by a teacher who was recognized as highly qualified. Education regulations which reserve certain duties for administrators (such as evaluation of teachers) could be changed under this system to allow teachers to take on some of those responsibilities. This differentiated staffing model could be the basis for establishing a new salary schedule, subject to collective bargaining, that rewards demonstrated knowledge, expertise and effective practice.

Option 8.1.2: The Legislature could create an advanced teaching credential that recognizes exceptional teaching and authorizes advanced services in instructional leadership within schools. Such a credential would serve as a mid-range certification of advanced competence, where the basic teaching credential certifies initial competence, and National Board Certification is the highest level of recognition for teaching excellence. A new credential could be the basis for establishing a differentiated staffing structure, as outlined in option 8.1.1 above. While some would argue that a new credential would needlessly complicate staffing decisions at a school site, others would argue that differentiated staffing that is coupled with differentiated compensation would require a new credential structure. An advanced teaching credential, under this scenario, would not be a required step on the “ladder” toward National Board Certification. Both designations of competence would be independently available to exceptional teachers, but unlike National Board Certification, the credential would carry an added authorization to provide advanced services in school settings. Such a credential could be based on completion of coursework, demonstration of competence, recommendations from administrators or other exceptional teachers, or a combination of factors.

Recommendation 8.2: The state should promote the idea that becoming a skilled teacher is, as with mastery of any profession, a long-term, developmental process. Too often in California, our efforts to improve the teaching corps are "episodic" events, largely unrelated to one another: a nine-month credential program, help (for some) in their first year on the job; and professional development classes (often, of a "one-shot" nature, and few and far between). Rather, California and its educational institutions must view teacher professionalism as a set of interrelated and sequential events. These events begin with an introduction to the profession (even for high school students who can be helped by their counselors to see teaching as a desirable career choice), pre-preparation (e.g., through Community College programs or K–12 internship programs based at four-year campuses), recruitment, pre-service credential programs, induction and initial support (e.g., BTSA), ongoing professional development, and advanced academic training (e.g., for the MA degree). In order for this "pathway" model of teacher professional development to succeed, all segments of the higher education community will need to work together to allow students to build upon experiences they have had, or work they have completed. This may mean producing programs and requirements at one institution that are partially "embedded" in the program of a partner institution. Similarly, ongoing professional development must be carefully aligned with the constantly shifting needs of the profession. We are recommending, therefore, the creation, within California, of a structure and sensibility that supports a continuous process for the identification, development, and enhancement of teachers.

Recommendation 9.0: Local school districts and higher education institutions should develop partnerships to recruit, prepare and train quality principals. It is well-known that the principalship is an extremely complex and difficult job in today's schools, and that California may soon be facing a severe shortage of qualified principals. However, creating outstanding administrative leaders for California's K–12 schools should be regarded as a long-term, developmental process requiring a coordinated effort among all stakeholders. School districts and higher education institutions must work

closely together to identify and recruit promising leadership candidates and adequately prepare them with meaningful field-based training.

The PPD workgroup recommends that local school districts, institutions of higher education, and other entities who provide administrative leadership preparation should collaborate in partnerships to facilitate:

- 1) Recruitment of promising individuals to the principalship early in their careers.
- 2) Principals' initial training, induction and early support that is mentor guided, district-specific and based on the California Professional Standards for Educational Leadership.
- 3) Continued skill-based and academic training for principals.

In particular, educational entities in the state should examine the feasibility of developing programs for principals and other administrative leaders in which the requirements of one institution are partially embedded in the requirements of partner institutions. Of equal importance, advanced professional development must be carefully aligned with the constantly shifting needs of the profession.

We believe that a new privately funded pilot program that incorporates the three elements listed above in partnerships between five CSU campuses and local school districts holds much promise.¹⁴ This initiative will direct CSU faculty in collaboration with school district personnel to develop and implement an outcomes-based curriculum for potential administrators using current standards. An evaluation component will systematically measure the program's effects on individual administrators and their schools and districts.

Recommendation 9.1: The CCTC should overhaul the existing administrative credential structure consistent with AB 75. To improve school administration, the Governor sponsored legislation in 2001, Ch 697/01 (AB 75, Steinberg), that would create a new professional development system for existing and incoming administrators. A specific provision of this bill calls for the California Commission on Teacher Credentialing to allow administrators in training to apply participation in this program toward the requirements for earning an administrative credential. Preparation to serve as a school administrator should include maximum field based training and mentoring, and be based on the California Professional Standards for Educational Leadership.

Specific recommendations pertaining to preparation of administrators for low-performing and hard to staff schools.

Hard to staff schools tend to be low achieving, impacted by socio-economic issues, have a history of failure and have a great deal of turnover in staff at all levels. The work of leadership in these schools is complex, multifaceted and requires strong administrative and instructional skills. Many new administrators are not sufficiently prepared to do what

¹⁴ The Stupski Family Foundation in August 2001 awarded \$3.2 million to six school districts, five of which are in California, to develop administrator preparation programs.

is necessary to improve student achievement. Leaders at these schools are not given adequate support by the district to be able learn specific skills or to devote sufficient time and resources to significantly improving the instructional programs. Most of these schools are faced with a revolving door of newly credentialed or uncredentialed teachers. Most administrative training programs and school organization models are inadequate in preparing a newly assigned principal to be able to initiate and sustain an effective program to improve student achievement and reverse the established pattern of failure that exists at these schools.

Recommendation 9.2: The preparation of administrators should connect closely to a sub-set of schools. The preparation might take place in the school setting and in seminars and demonstrations where candidates are given opportunities to practice and apply sound instructional leadership models. It may be that the system of administrator credentialing needs to be revised so that there is an intern administrative program for specific types of schools.

Recommendation 9.3: Provide more resources such as additional staff and professional development to principals in low-performing schools. Like teachers, principals in low-performing schools need additional resources to be effective. The PPD workgroup recommends that funds be provided on a competitive basis to low-performing schools to try different administrative models. We also recommend that the state explore alternative administrative structures such as co-principalships, where the principal focuses on instructional leadership, and the co-principal focuses on other managerial tasks such as plant management and student discipline. Finally, we recommend that the highest priority for additional support go to the least experienced principals in low performing schools.

Recommendation 9.4: Raise principal salaries. Adequate compensation is needed to support administrative positions in low-performing, hard to staff schools so that it is advantageous to remain as a site instructional leader or school principal-manager over a longer period of time based on success with the work.

PROFESSIONAL DEVELOPMENT IN COLLEGES AND UNIVERSITIES

The PPD work group identified five areas of major concern regarding the professional development of faculty and leaders for California's public colleges and universities.

Meeting the Unprecedented Need for New Faculty in Higher Education

California's tradition of providing high quality opportunities for higher education rests in large measure on the performance and talents of the faculty members employed in its public colleges and universities. During this decade, the faculties of these institutions will undergo dramatic changes that will have a significant impact on the nature and quality of higher education in California for the foreseeable future. An estimated 35,000 new faculty will need to be hired from 2000 to 2010 to respond to a projected student

population growth of 714,000 and an unprecedented number of faculty retirements.¹⁵ More specifically, California community colleges anticipate hiring about 18,000 full-time faculty; the CSU projects a need for 10,200 tenure track faculty; and the UC is planning for 7,000 new ladder-rank faculty. In addition, the state's independent colleges and universities indicate a need for about 6,000 tenure track faculty. California higher education has never faced such a hiring challenge, and it comes at a time when faculty shortages are projected throughout the nation.

At UC and CSU, a doctoral degree is typically required for faculty, whereas possession of a master's degree is considered a minimum requirement for faculty at the community college level. About 22 percent of all CSU and UC faculty earned their degrees from UC, and the overwhelming majority, 78 percent, earned them from other institutions inside and outside of California. If the University of California is successful in increasing its current doctoral production by one-third to one-half over the next decade, it will increase the proportion of UC and CSU faculty with UC doctorates to 33 percent over time. While helpful, unfortunately these efforts will not alleviate the current shortage because: (1) it will take 5–8 years before a substantial increase in the number of doctoral graduates occurs; and (2) even the projected increase in the doctoral production will only have an impact on filling a maximum of under one-third of the 17,000 positions required by UC and CSU. The situation is less severe with regard to California Community Colleges. Many of their full-time faculty are hired from the part-time pool. Although the supply of graduates with master's degrees may partially fill the gap, there is still a need for additional full-time faculty.

Another major challenge facing all systems is the recruitment of diverse candidates. The lack of diversity among graduate students in California does not present a promising scenario. More aggressive recruitment from other states is warranted. However, about 40 percent of graduate students at CSU are people from underrepresented ethnic and racial groups. One avenue for increased diversity could be "pipeline" programs that tap in to the diversity of these graduate students and ensure they advance to doctoral programs.

Other factors mitigate California's ability to attract and retain quality faculty. California faculty salaries are below their comparison institutions and California's high cost of living is a significant barrier. Inadequate office space and lack of on-going support for professional development further hinder recruitment as does relative high teaching loads in the CSU.

There are already signs of concern. Decline in the overall success rate of filling vacant positions in the CSU lends support to the concerns that California needs to be more competitive to attract a committed and quality faculty. The success rate in hiring tenure track faculty declined from 79.2 percent for fall 1996 to 75.1 percent for fall 2000. This

¹⁵ Morey, A. (2001). California's Projected Need for New Faculty: Opportunities and Challenges for Higher Education. Paper prepared for the Professional Preparation and Development Working Group. San Diego: Center for Educational Leadership, Innovation and Policy, San Diego State University.

situation occurred at the same time the number of searches increased from 506 to 937 tenure track positions.¹⁶

Faculty hiring in California is not keeping pace with the need for educators to teach the next generation of teachers and administrators. The shortage in qualified applicants for faculty positions in Education is due not only to the factors cited above but also the urgent need to increase the number of graduates from teacher education programs willing to accept employment in California's public schools. In 2000, CSU conducted 192 faculty searches in Education and only 64.1 percent of them were filled. The average number of applications per position (11) was far below the average applications for all fields (27). Of special concern is the fact that 41 percent of all the searches in teacher education went unfilled.¹⁷

Improving Teaching Quality and Student Learning at Colleges and Universities

California colleges and universities have as their core responsibility the provision of comprehensive and high quality educational experiences that optimize student learning. Instructional quality is key to meeting this responsibility. Essential in this regard is faculty knowledge and understanding about instructional processes, the design and development of curriculum, the assessment of learning, and the identification of student needs. Further, faculty knowledge about teaching and learning in diverse classrooms and the appropriate integration of technology into teaching and the curriculum are critically important to the achievement of all students. In general, most doctoral programs do not incorporate preparation in these areas into their core curriculum.

Recent efforts to improve college teaching have sought to restructure the teaching role of faculty. On the whole, these initiatives have resulted in individual and groups of faculty members revising their approaches to teaching to promote student learning in individual courses and programs, but they have not resulted in systematic, campus-wide change. As a result, there is a need for new strategies that address systemic and cultural issues within the institution and, at the same time, provide "structural invitations and incentives" for faculty to participate in efforts to improve teaching and learning.¹⁸ Of special importance in this regard is the exemplary work and strategies of the Carnegie Foundation for the Advancement of Teaching. In addition, several universities have developed comprehensive infrastructures that support the development of faculty as excellent teachers and facilitators of student learning.

¹⁶ California State University (2001). Report on Faculty Recruitment Survey 2000. Long Beach, CA: Office of the Chancellor.

¹⁷ Ibid.

¹⁸ e.g., Clark, B. R. (1987) *The Academic Life*. Carnegie Foundation for the Advancement of Teaching. Princeton, NJ; Diamond, R. (1999) *Aligning Faculty Rewards with Institutional Mission*. Anker Publishing Co. Bolton, MA; Fairweather, J. (1996). *Faculty Work and Public Trust*. Allyn and Bacon. Boston; Hutchings, P & Shulman L. (1999 Sept-Oct). *The Scholarship of Teaching, New Elaborations, New Developments*.

The tremendous number of faculty to be hired in all higher education segments over the next 10 years provides an unprecedented opportunity to influence the quality of teaching and learning in California for the next several decades. Policies and strategies must be suited to local contexts and specific segments. Within this context, change will be facilitated by modifying doctoral and master's programs to place increased emphasis on developing knowledge and skill in teaching in the disciplines, thus having an impact on the teaching-related sophistication among new hires. It will also be facilitated by increased emphasis on candidates' expertise in teaching and learning during the hiring process and providing for a continuum of professional development throughout a faculty member's career. Important to the process will be the expansion of means for intellectual exchange and growth of the knowledge base about teaching and learning.

Changing Patterns of Faculty Hiring

The patterns of faculty hiring have changed in recent decades. The proportion of temporary, non-tenure track faculty has increased dramatically. Part-timers (temporary faculty hired in less than full-time positions) have escalated from about 22 percent of all faculty (headcount) in the early 1970s, to 33 percent in the mid-1980s to 38 percent in the early 1990s.¹⁹ In fact, the National Center for Educational Statistics (NCES) estimated that 43 percent of all faculty in the US were employed part-time in fall 1998 and may be approaching 50 percent. Of these faculty, about one quarter held doctorates, one half had master's degrees or their equivalents and one-quarter bachelor's degree or lower (NCES). Adding to this situation is the large number of full-time appointments that are term limited (probationary and fixed contract), further reducing the proportion of full-time, tenure-track faculty at colleges and universities.²⁰

Part-time faculty members offer benefits to colleges and universities. They often bring real-life experiences and practical skills to students and add to the diversity of faculty in many different ways. At the same time, they allow more flexibility in instructional resources and at lower costs to the institutions than tenure track, full-time faculty. In short, part-time faculty members are a valued part of the higher education landscape. The growing concern about them is not related to the areas of their contributions but rather how their growing numbers impact the ability of institutions to carry out the full range of activities necessary to fulfilling their missions. Part-time faculty members usually do not participate in curriculum review and development, personnel hiring, promotion and tenure review; student admissions, major advisement and retention initiatives; and other important faculty responsibilities. These activities comprise an essential part of the academic and student affairs of a campus. Further, part-time faculty members are less available to interact with students out-of-class and engage in student mentoring and advising. Nationally, these responsibilities are falling to a declining proportion of full-time faculty members. This situation has resulted in concerns about appropriate staffing for the full range of institutional responsibilities and functions.

¹⁹ Schuster, J. (2001). Overview of Faculty supply and Demand Issues. Testimony given to the California Joint Committee to Develop a Master Plan for Education. Sacramento. February 27, 2001.

²⁰ Ibid.

Recognizing the need for a better balance between part-time and full-time faculty in community colleges, in 1987 the Legislature passed AB 1725 (Vasconcellos, Ch 973/88) which sought to reduce the number of part-time faculty. While it has not achieved its goals, some progress has been made. Recently, the CSU Senate issued a report expressing concern about the overuse of part-time faculty.²¹ Last year, a coalition of 25 academic societies drew national attention to this segment of higher education faculty.²² The concern regarding the balance is apparent. More information is needed about this important matter especially regarding the impact of patterns of faculty hiring on academic functioning of institutions.

Development of Community College Leadership

The 2000 report of the Community College Leadership Development Initiative documented some of the leadership challenges facing California community colleges.²³ In particular, the report noted that political factions sometimes prevent campuses from making important decisions; the frequent turnover of executive officers, and low campus morale has contributed to a deterioration of institutional effectiveness. With regard to leadership positions, the average length of tenure for a community college chief executive officer is 4.4 years in California compared to an average of 7.5 years nationally. Further, smaller numbers of well-qualified people are seeking administrative leadership roles due not only to the leadership challenges, but also to the lack of retreat rights to tenured faculty positions and competitive job salaries. This situation exists at a time when in the next ten years California will need an estimated 360 new community college academic administrators.²⁴

Today's community colleges must address the academic achievement of all students. The dramatic demographic changes in the cultural and linguistic diversity of students challenge these institutions to modify their curricula and instructional strategies to better meet the needs of diverse learners. Community college leaders need to be equipped with the knowledge, understandings and skills to develop and implement comprehensive programs to assure the success of all students. The University of California and CSU have important roles in this arena and are considering new and expanded programs to support the development of community college leaders and strengthen this vital segment of higher education. Of particular importance is the need for data-driven accountability mechanisms that inform policymakers about the quality of these programs.

²¹ Academic Senate of the California State University (2001). *The California State University at the Beginning of the 21st Century*. Long Beach: Office of the Chancellor.

²² Chronicle of Higher Education (December 1, 2000). *Off the Tenure Track*.

²³ Partnership for Community College Leadership (September 2000). *Meeting New Leadership Challenges in the Community Colleges*. Paper prepared by the Community College Leadership Development Initiative and Claremont Graduate University, Claremont, CA.

²⁴ Piland, W., & Phillips, B. (2000, August). *Long-Range Administrator Needs Projections: Preparing the Next Generation of Community College Leaders – Facilitating Institutional Development*. Paper prepared for the California Community College Chancellor's Office, Sacramento, CA.

Expand Education Doctorates

Many studies have documented the critical importance of school site and district leadership to student performance. These jobs are becoming increasingly demanding and complex, and there is high turnover in them. Further, many of the responsibilities that historically had been those of the superintendent (the traditional Ed.D. seeker) have shifted to the school principal. Advanced graduate training can provide much of the knowledge, skills and understandings to be successful in educational leadership positions in the changing, diverse and challenging environments that exist in our communities today.

California public and private colleges and universities currently do not offer sufficient numbers of doctorate programs to K–12 and community college personnel who want to seek this degree to better meet the needs of their students and institutions, as well as satisfy their desire to be well educated and current in their field. California relies on private, independent colleges and universities for about 70 percent of its doctorate-holders in K–12 education.²⁵ Of particular concern is California's lack of investment to current and future leaders' access to high quality, affordable and applied education doctorate programs which would enhance their performance and, in turn, that of their institutions and students. It should be noted that program quality review by the CTC does not include doctoral level programs. However, some national accrediting bodies have this review authority, and the California Postsecondary Education Commission reviews new programs. The recent agreement between the University of California and the California State University to offer more joint doctoral programs to prepare K–12 and community college leaders is an encouraging step forward to increase the number of quality education doctoral programs. However, in order to ensure success, the agreement must address strategies for implementation, and establish timelines and accountability mechanisms.

RECOMMENDATIONS SPECIFIC TO HIGHER EDUCATION

Recommendation 10.0: Increase the capability of California colleges and universities to attract and hire qualified faculty members by:

- 1) Expanding programs to attract talented individuals, especially from underrepresented groups, into faculty careers through forgivable loans and teaching fellowships.
- 2) Increasing doctoral and master's production in areas of high need, drawing upon the combined resources of the UC and CSU, as well as the independent sector of higher education.
- 3) Increasing the competitiveness of the California's higher education systems to attract and retain faculty, including providing competitive salaries and comprehensive incentive packages.

²⁵ California Postsecondary Education Commission, *The Production and Utilization of Education Doctorates for Administrators in California's Public Schools* (December 2000).

Recommendation 11.0: California colleges and universities should develop an infrastructure to support the ongoing professional development of faculty in order to improve the quality of teaching and promote student learning. The components of this infrastructure include: (1) the integration of teaching and learning curricula into master's and doctoral programs, (2) the inclusion of teaching expertise and experience when hiring decisions are made, (3) continuous faculty development support throughout faculty careers, including at least one year of focused support upon appointment as a faculty member, (4) the development of an organizational structure that supports and rewards teaching excellence and the scholarship of teaching throughout a faculty member's career, (5) sustained efforts to make teaching and the scholarship of teaching more highly valued aspects of faculty culture, (6) the expansion and dissemination of the knowledge base about college teaching and learning, including the establishment of a statewide center on teaching and learning, and (7) the preparation of experts in the field of teaching and learning.

Recommendation 11.1: The state should provide significant financial support to develop the infrastructure in California colleges and universities to improve teaching and learning.

Recommendation 11.2: To assure the development, implementation, and effectiveness of the infrastructure for the improvement of college teaching and learning, the following entities and individuals should be responsible and accountable:

State Policymakers: Assure that policies to facilitate the development and implementation of the infrastructure are in place and resources are allocated to build and maintain the system.

Governing Boards: Assure that policies support the development and implementation of the infrastructure and review the effectiveness of faculty development programs. Hold the system and campus CEO's responsible for the appropriate functioning of their programs.

Intersegmental councils: Provide avenues for exchange of ideas regarding best practices as well as challenges and solutions regarding the improvement of teaching and learning.

System offices: Provide to their respective governing boards regular reports that summarize and comment on campus and systemwide faculty instructional development activities, including evaluative information. System CEOs should include consideration of campus success in faculty development in their annual reviews of campus presidents.

Campus leadership: Be responsible for the development and implementation of faculty development programs on their respective campuses. They should provide yearly reports of the planning, implementation, and evaluation of programs designed to increase faculty capacity to promote student learning, including campus objectives, needs, and expenditures in this area. Campus leaders should assure that recruitment procedures and support for new faculty place an emphasis on teaching ability and development.

Faculty: Participate actively in the design, implementation, and evaluation of faculty development programs.

Accrediting agencies. As part of its accreditation process, ascertain the extent to which faculty members are engaged in reflection on and improvement of their teaching practices and the extent to which members of their diverse student body benefit from the instruction they receive.

Recommendation 12.0: Commission a study to evaluate the impact of the increasing utilization of temporary faculty (part-time and full-time) that examines: (1) the depth of the preparation of temporary faculty in teaching strategies/student learning; (2) the impact of temporary faculty on student outcomes and advisement; and (3) the impact of temporary faculty on the ability of tenure track faculty to fulfill all other responsibilities and expectations.

Recommendation 13.0: The state should take steps to ensure qualified leadership for California community colleges.

Recommendation 13.1: Develop and offer preparation and ongoing professional development programs for community college leadership at the University of California and the California State University. Community college leaders should be involved in the development and implementation of these programs.

Recommendation 13.2: Establish state funded fellowship programs to support talented individuals to pursue graduate studies in community college leadership.

Recommendation 13.3: Establish a state or campus-based research and policy center devoted to community college professional development and leadership issues.

Recommendation 13.4: Ensure improved terms and conditions of employment in community colleges, including competitive salaries for its leadership positions and authorization to offer qualified administrators retreat rights to tenured faculty positions

Recommendation 13.5: UC and CSU, in conjunction with the California Postsecondary Education Commission and the Community College Chancellor's Office, should consider developing accountability mechanisms and issuing regular reports on the preparation and professional development programs for community college leaders.

Recommendation 13.6: The Community Colleges Office of the Chancellor should consider issuing yearly reports related to the recruitment and retention of community college leaders.

Recommendation 14.0: Develop new and expanded education doctorate programs in the public sector in collaboration with K–12 educational leaders and community colleges that are:

- 1) Accessible in terms of geographic proximity and/or online capability to meet the greatest need for such programs;
- 2) Structured to meet the needs of working educators such as part-time and other program models;
- 3) Affordable and realistic for working educators;
- 4) Meet local needs and is both practical and theoretical in orientation;
- 5) Recognized as high quality through student/graduate surveys., employer surveys and other appropriate means.

Recommendation 14.1: The UC and CSU should report yearly on education doctorate progress, timelines and other accountability mechanisms such as number of students served, student satisfaction, and accreditation status.

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